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WITH REGARD TO THE IMPLEMENTATION
OF THE DECLARATION ON THE GRANTING
OF INDEPENDENCE TO COLONIAL
COUNTRIES AND PEOPLES

GUAM

Working paper prepared by the Secretariat

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GUAM 1/

I. GENERAL

1. Guam, a Non-Self-Governing Territory administered by the United States of America, is the southernmost and largest island of the Mariana archipelago. The island is 48 kilometres long, ranges from 8 to 14 kilometres in width and has a total land area of 540 square kilometres. Guam lies about 2,400 kilometres east of Manila. Agana is the capital.

2. Guam is composed of two distinct geological areas of about equal size. The northern part of the island is a high coralline limestone plateau and contains the northern water lens, capable of supplying fresh water far in excess of the Territory's present needs. The southern region is mountainous. Apra Harbour, which is located on the central western side of the island, is one of the largest protected harbours in the Pacific and is considered to be the finest deep water port between Hawaii and the Philippines. 2/

3. In 1521, the explorer Ferdinand Magellan, sailing under the Spanish flag, reached Guam during his circumnavigation of the globe. Later, in 1565, Spain claimed Guam and the rest of the Mariana Islands, but did not begin colonization until 1668, when the native Chamorro population of the Mariana archipelago was estimated at 50,000. As a result of harsh treatment by the colonizers and the introduction of new diseases, the Chamorros were reduced to less than 2,000 by the year 1700. Following its defeat in the Spanish American War in 1898, Spain ceded Guam to the United States.

4. Guam was under the administration of the United States Navy from 1899 to 1950, except for a period during the Second World War when the island was occupied by Japan.

5. In accordance with the 1950 Organic Act of the United States Congress, Guam became an unincorporated Territory. Administration of the Territory was transferred to the Department of the Interior.

6. Guam's population is growing at an accelerating rate, increasing from 105,979 in 1980 to 133,152 in 1990, or by 26 per cent. 3/ According to the most recent information, Guam's population rose to 136,226 in 1991. 4/ If the current rate of growth remains constant, the Territory's population will double by the year 2010. 3/ Population density is about 235 per square kilometre, much higher than the average in the United States. Of the total inhabitants, 21,173 are United States military personnel and their dependants; 5/ 57,648 persons are Chamorros or part Chamorro, an increase of 20 per cent, or 9,803 persons, between 1980 and 1990, although the proportion of the population fell by 2 per cent; 22 per cent, or 30,043 persons, are Filipinos; 15 per cent migrated from the United States mainland; and 13 per cent are Korean, Chinese, Japanese, Micronesian and Indian. 6/

II. CONSTITUTIONAL AND POLITICAL DEVELOPMENTS

A. General

7. As provided for by the Organic Act of 1950, the Government of Guam consists of separate executive, legislative and judicial branches.

8. Universal adult suffrage with respect to local elections applies to Guamanians 18 years and older. As Guamanians are nationals rather than citizens of the United States; they are not eligible to vote in the United States presidential elections while resident in the Territory.

9. Since 1972, the Territory has had a non-voting delegate in the United States House of Representatives. In December 1992, the House enacted legislation extending limited voting privileges to territorial delegates. The United States Constitution limits full voting rights to members of Congress who represent constituencies in the United States. Votes of territorial delegates will not be counted if they are the determining factors in passing legislation. 7/

10. In elections held in November 1992, the Democratic Party candidate Mr. Robert Underwood, a Chamorro college professor, defeated the incumbent Republican Party candidate, Mr. Ben Blaz, by 17,911 votes to 14,522. 8/

Executive

11. Executive power is vested in a Governor who, together with a Lieutenant-Governor, is elected for a term of four years. The Governor is responsible for the general supervision and control of the executive branch and submits to the Secretary of the Interior an annual report on the transactions of the Territory's Government for transmission to Congress. The Governor may issue executive orders and regulations, recommend bills to the Legislature, make his views known to that body and veto legislation. In 1990, Governor Joseph F. Ada (Republican) was re-elected for a second term.

Legislature

12. Legislative power is vested in a unicameral body composed of 21 senators elected by legislative districts for two-year terms. The Legislature may override the Governor's veto.

13. Under the Organic Act of 1950, the United States Congress reserves the authority to annul any law enacted by the Guam Legislature.

Judiciary

14. The Federal District Court of Guam has jurisdiction over all cases arising under the United States Constitution, as well as under United States treaties and laws. The Superior Court of Guam handles cases arising under the laws of Guam.

15. In January 1993, Guam enacted legislation to create a Supreme Court of Guam. According to the Organic Act, which enables the Legislature to enact laws to establish a high court, the Ninth Circuit Court will monitor the decisions of Guam's Supreme Court for 15 years. Guam's Legislature states that it does not agree with the probation provision. A spokesman for the Superior Court of Guam stated that establishment of a high court on Guam would allow cases that had been charged and tried under local law to be reviewed by justices who were familiar with local laws, customs, values and mores of the community. 9/

B. Future status of the Territory

Political status referendum

16. In a political status referendum held on 30 January 1982, Guamanian voters were asked which of the following seven alternatives they would prefer as "the ultimate goal of the Territory of Guam": (a) statehood; (b) independence; (c) free association; (d) the status of incorporated Territory (i.e., with a local constitution); (e) commonwealth status; (f) the status quo; or (g) other.

17. Commonwealth status received 4,914 votes (49.5 per cent), just short of a simple majority, followed by statehood, 2,547 votes. The majority of voters in every village on the island opted for commonwealth status.

18. In a run-off referendum held in September 1982, a large majority of Guamanian voters expressed preference for commonwealth status. Subsequently, in February 1984, the Guam Legislature established an eight-member Commission on Self-Determination to prepare a draft commonwealth agreement which, if acceptable to the people, would be submitted to the United States Congress for consideration.

Draft Commonwealth Act

19. In May 1986, the Commission on Self-Determination completed a draft Commonwealth Act, which, after a public-education campaign, was submitted to an article-by-article vote on 8 August 1987. Thirty-nine per cent of the 35,846 registered voters participated. They approved 10 of the 12 articles by majorities ranging from 51 to 61 per cent and rejected articles 1 and 7 by small margins.

20. Article 1, which spelled out the envisaged political relationship between the United States and Guam, also contained provisions that would recognize the Chamorro people (defined as those born on Guam before 1 August 1950 and their descendants) as a distinct group with certain privileges. Article 7 would transfer control over immigration from the federal Government to Guam.

21. A second vote on articles 1 and 7, as revised by the Commission on Self-Determination, was held on 7 November 1987 and brought out 20,000 voters, or 56 per cent of all those registered. Each article was approved by about 11,400 votes, notwithstanding continuing criticism that the articles still contained provisions that were actually or potentially discriminatory and were thus contrary to the United States Constitution.

22. The major provisions of the draft Commonwealth Act may be summarized as follows: Guam would become a fully self-governing Commonwealth of the United States under a locally adopted constitution, which would recognize, and be consistent with, the sovereignty of the United States over Guam and the supremacy of the provisions of the United States Constitution, as well as treaties and laws of the United States applicable to Guam. The Guam constitution would provide for a republican form of government, with separate executive, legislative and judicial branches and a bill of rights. No federal laws passed after adoption of the act would apply to Guam without its consent, and a joint commission would regularly consult with the United States and Guam on all matters affecting the relationship between them. The United States would be required to consult with Guam with respect to any plan to increase or decrease activities of the Department of Defense in the Territory and would pay rent on land used by the military.

23. The draft Commonwealth Act also provided that the Congress of the United States would recognize the inalienable right to self-determination of the Chamorro people, for which provision would be made in the Guam constitution. The United States Government, together with the Commonwealth of Guam, by means of additional federally funded programmes, might promote: (a) the maintenance and preservation of the Chamorro language, culture and traditions; (b) the enhancement of economic, social and educational opportunities for Chamorros; and (c) the training of Chamorros as professionals, skilled workers and leaders in business and industry. Also under the draft Act, the Government of Guam would establish, for the benefit of the Chamorro people, a "Chamorro Land Trust" comprising certain lands returned by the United States before and after the effective date of the Act. The draft Act specified that, notwithstanding the above provisions, no qualified resident of Guam could be deprived of the right to vote in any plebiscite or referendum held to ratify the draft Commonwealth Act and that the continued eligibility of members of minority groups for benefits would not be affected.

24. Under the draft Commonwealth Act, Guam would have greater control over immigration matters than exercised by any of the 50 States or other United States Territories, as well as veto power over federal laws and regulations. It would establish a 200-mile exclusive economic zone. Further, the draft Act would restrain the United States from utilizing the waters surrounding Guam for the dumping or storage of nuclear waste and would oblige the United States to clean up all chemical waste sites used by the military.

25. The draft Act was submitted to Congress for its consideration in February 1988. A Federal Inter-Agency Task Force report released in August 1989 concluded that some provisions of the draft Commonwealth Act were unconstitutional, particularly those relating to the exercise of self-determination by the Chamorro people.

26. In his state of the Territory address of 14 January 1992, Governor Ada reiterated that passage of the draft Commonwealth Act would enable the Territory to increase trade with, and accept assistance from, foreign countries and enable it to control its own marine resources. He reiterated the territorial Government's demand for access to unused land being held by the federal Government.

27. In testimony submitted on his behalf to the House Subcommittee on Insular and International Affairs on 6 February 1992, Governor Ada called upon Congress to enact the draft Commonwealth Act as submitted, as early as possible. He stated that the change of political status would enable the people of the Territory to chart their own future development as well as guarantee that the United States would maintain a stable strategic presence in the Pacific.

28. In her testimony to the House Subcommittee on Insular and International Affairs on 6 February 1992, Stella Guerra, Assistant Secretary of the Interior for Territorial and International Affairs, stated that discussions on a number of subjects, including Guam's Commonwealth proposal, had taken place during 1991 between federal officials and those of the Territory. Tentative agreement had been reached on two thirds of the major provisions of the draft.

29. In January 1993, one day before the change in the Administration of the United States, the Federal Inter-Agency Task Force submitted its report on the draft Commonwealth Act to Congress. According to a release from the United States Department of the Interior, the report offers compromise language mutually agreed upon by the Inter-Agency Task Force and the Commission on Self-Determination. Areas on which the Inter-Agency Task Force and the Commission could not agree (about one third of the bill) remain unresolved. Assistant Secretary Guerra was reported to have said that key areas still to be resolved included Guam's request for veto power over the applicability of federal laws to Guam. 10/

30. According to Governor Ada, the Inter-Agency Task Force had reneged on a number of agreements on the Territory's Commonwealth plan. The Task Force had determined that the Chamorro Land Trust provision of the draft Act was unconstitutional even though the Inter-Agency Task Force and the Commission on Self-Determination had agreed on it in 1992. Further, a Guam official noted that the Department of the Interior had determined that the Chamorro Land Trust provision would be consistent with the federal policy to "prevent indigenous minorities from becoming landless and impoverished". 11/

31. In February 1993, Governor Ada warned that the indigenous Chamorros and other inhabitants of Guam were running out of patience in their pursuit of commonwealth status. He warned that if the federal Government was not more responsive to their demands for more autonomy now, they might take a more aggressive tack and seek total independence. 12/ In his state of the Territory address on 26 February 1993, the Governor stated, inter alia, the following: "We want a close relationship with America, but only a relationship that recognizes our right to be free and self-governing". Following the release of the report of the Inter-Agency Task Force, the newly appointed Secretary of the Interior, in consultation with Governor Ada, endorsed a proposal for a direct presidential appointee to lead the federal Government in commonwealth status talks. 13/

32. In March 1993, in response to fears expressed by the Federation of Asian People in Guam that the draft Commonwealth Act would strip them of their rights and would not include their interests, an official of the Commission on Self-Determination stated that immigrants and indigenous peoples alike would

have the same individual rights and constitutional protection under commonwealth status as they previously had. 14/

33. It was reported that in June 1993 Guam had withdrawn from membership in the Pacific Environmental Agency as a result of a disagreement between territorial and United States officials regarding Guam's voting rights in that organization. The administering Power reportedly argued that in accordance with the United States Constitution, Guam could not enjoy full voting rights in international organizations as the United States does. Governor Ada strongly criticized the position of the United States, which he attributed to differences in approach between the Governments of Guam and of the United States to questions of nuclear waste disposal and drift-net fishing. 15/

34. On 3 November 1993, the United States Secretary of the Interior, with the concurrence of the President of the United States, designated Mr. Michael Heyman as Special Representative for Guam commonwealth issues. The responsibilities of the Special Representative include the conduct of a review of Guam's commonwealth status and the formulation of a recommendation to the White House regarding the future status of the Territory. 16/

35. Upon assuming his responsibilities, Mr. Heyman stated: "It is really a big challenge intellectually and in terms of both law and policy, but I really look forward to seeing if we can work out something better than what has been offered previously". 17/ The appointment of the United States Special Representative was viewed by the territorial Government as "a good sign" showing that "the United States wanted to get serious about Guam's future relationship with the United States". 18/

36. On 12 December 1993, the Special Representative stated that he "hoped to have a bill for the passage of the Commonwealth Act before Congress by the end of 1994". Mr. Heyman said further: "I sympathize with Chamorros. I feel that some things are better handled on a local level. Commonwealth is a quest for more rights to self-government. However, there are some tough issues involved. After reviewing the Act, I think the hardest issue I will face is self-determination. With the passage of the Act, there will be a time when the Chamorros are the only ones who can vote on certain issues. There are a lot of non-Chamorro people who live on Guam and call the island home. It becomes a question of equity and equality". 19/

37. According to press reports, following his visit to Washington, D.C., in February 1994, Governor Ada expressed his optimism concerning the state of negotiations on the future status of Guam between the representatives of the territorial Government and the administering Power. The Governor stated that serious discussions on the proposed Commonwealth status for Guam would take place during 1994. Among the issues to be discussed, Governor Ada highlighted the sovereignty of the Chamorro people, the evolution of the relationship between the United States and Guam and the participation of Guam in international organizations. 20/

Action taken by the General Assembly

38. A representative of the Governor of Guam addressed the Special Political and Decolonization Committee (Fourth Committee) on 12 October 1993. The representative stated, inter alia, that in August 1993 the Congress of the United States had held hearings on the right to self-determination of the peoples of the Non-Self-Governing Territories under its administration, and that members of the Guam Commission on Self-Determination had been invited to take part in the hearings and to state the views of the peoples of Guam. She applauded that initiative, which opened up the process that would allow discussions of the rights of the Territory in the light of the international obligations assumed by the administering Power (see A/C.4/48/SR.2).

39. On 10 December 1993, the General Assembly adopted resolution 48/51, a consolidated resolution on 10 Non-Self-Governing Territories, part B, section VI of which is specifically devoted to Guam.

40. In the section of the resolution devoted to Guam, the General Assembly called upon the administering Power to continue to ensure that the presence of military bases and installations in the Territory does not constitute an obstacle to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples nor hinder the population of the Territory from exercising its right to self-determination, including independence, in conformity with the purposes and principles of the Charter of the United Nations. The Assembly also called upon the administering Power, in cooperation with the territorial Government, to continue to expedite the transfer of land to the people of the Territory and to take the necessary steps to safeguard their property rights. The Assembly noted that discussions held since 1988 between the Government of the United States and the Guam Commission on Self-Determination had resulted in qualified agreements on the provisions of the Guam Commonwealth Act, including agreements to disagree on several substantive portions of the Guam proposal. The Assembly urged the administering Power to continue to support appropriate measures by the territorial Government aimed at promoting growth in commercial fishing and agriculture, and reiterated its request to the administering Power that it continue to recognize and respect the cultural and ethnic identity of the Chamorro people, the indigenous inhabitants of Guam. The Assembly noted that a period of 14 years had elapsed since a United Nations mission had visited the Territory.

III. ECONOMIC CONDITIONS

A. General

41. Until the Second World War, the majority of Guamanians were involved in subsistence agriculture. After the War, and until the 1970s, employment was generated mainly by United States Department of Defense military bases, which provided jobs mostly in the construction and servicing sectors. The formation of a territorial Government in 1951 provided further employment in non-agricultural sectors, in particular in the public service. Since the 1970s, the dramatic increase in tourism and the related construction, retail and service sectors have been effective forces in the economy's growth.

42. According to the 1992 Guam Annual Economic Review, the Territory continued to experience rapidly escalating inflation. The rate of inflation in Guam in 1992 was 12.5 per cent, compared to 7.1 per cent in 1991.

43. The federal Government continues to play a leading role in the economic affairs of the Territory. Federal funds allocated to Guam in the 1992 fiscal year totalled $843 million, of which $434 million were allocated for salaries and wages, $139 million for direct payments to individuals, $130 million for purchases and approximately $13 million for other programmes. The federal per capita expenditure in Guam in the 1992 fiscal year was $6,343. 21/

44. During 1992, Guam was struck by six typhoons. Typhoon Omar, a major natural disaster which hit the Territory in August 1992, resulted in significant damage. Many offices and businesses were closed and power and water supplies were disrupted. Also tourism rapidly decreased. 21/

45. On 8 August 1992, an earthquake measuring 8.1 on the Richter scale was registered some 80.5 kilometres south-west of Guam's capital, Agana, at a depth of 50 kilometres below the ocean floor. The earthquake resulted in damages estimated at approximately $115 million. Three major hotels suffered most of the damage, which was estimated at $90 million. According to press reports, in order not to affect the tourist industry on Guam, Governor Ada decided not to request the administering Power to issue a disaster proclamation, which would have made Guam eligible for $1.6 million in federal emergency management assistance. The same source indicated that in the view of the territorial Government, a declaration of a disaster would have resulted in a major set-back to the economy, which would in turn have caused more significant losses than those inflicted by the earthquake. 22/

B. Public finance

46. The territorial Government's total combined revenue for the 1992 fiscal year was $691 million, and combined expenditure totalled $537 million. The Government thus recorded a surplus balance of $154 million. Guam receives funding from a number of departments of the federal Government. According to press reports, in 1992 the territorial Government received $46 million in federal tax payments. 23/

47. The territorial Government continued to receive federal payments for "impact assistance", to offset the impact on Guam of the Compact of Free Association between the United States and the Federated States of Micronesia and the Republic of the Marshall Islands, especially expenditure incurred as a result of open immigration from the Freely Associated States. According to press reports, in 1994 Guam received $600,000 from the United States Department of the Interior. The same source indicates that the territorial Government considers that the federal Government had not compensated in full the impact of immigration to Guam from the Freely Associated States. The territorial officials estimate that during the period from 1989 to 1994, the services rendered by the Government of Guam to the immigrants amounted to $40 million. 24/

C. Land tenure

48. Approximately 30 per cent of the land in Guam is reserved for the Department of Defense, 1 per cent is used by the federal Government for non-military purposes and 19 per cent belongs to the Government of Guam. About 50 per cent is privately owned. There are approximately 10,000 landowners, 94 per cent of whom own less than two hectares of land each (see A/AC.109/1069, para. 42). As at 1990, there were 35,000 land parcels on Guam with a total appraised value of $1.1 billion.

49. As previously reported (see A/AC.109/1017, para. 55, and A/AC.109/816/Rev.1, para. 34), in the mid-1970s, some 1,400 Guamanians who believed that they had not been adequately compensated for land appropriated by the United States military after the Second World War brought a class-action suit in United States federal courts seeking damages of up to $300 million. In 1984, the majority of plaintiffs decided to accept an out-of-court settlement of $39.5 million, which had been ruled fair by a federal district judge. Since then, because urban and rural landowners have been unable to agree among themselves upon a formula for apportioning the settlement, a few disbursements, totalling $1.1 million, have been made to almost 100 landowners. According to the Guam Commission on Self-Determination, the majority of litigants have not accepted the settlement and are pursuing separate legal action against the federal Government.

50. In a related development, in 1977, in response to expressions of dissatisfaction by Guamanians, the Department of the Navy, in cooperation with the Department of the Air Force, prepared a study known as the Guam Land Use Plan, which recommended the release of 2,100 hectares of surplus land held by the military so that it could be developed. The Department of Defense agreed to release 1,416 hectares. The Navy transferred to the territorial Government 190 hectares of land on Cabras Island, as well as the land used to expand the airport at the Naval Air Station, several parcels at Apra Harbour and 84 hectares of land and facilities at the Hotel Wharf.

51. It was reported previously that, during 1990 and 1991, 150 hectares of excess federal lands had been transferred to the Government of Guam to be used for the construction of a waste water treatment facility, a new high school and a new campus for the Guam Community College. In addition, 8 hectares of submerged lands off the south-east coast of Guam had been transferred for use as part of the Cocos Island Public Park.

52. According to press reports, in November 1993, the United States Department of the Interior announced its support for the Guam Excess Lands Bill, which would allow the transfer of approximately 1,295 hectares of excess federal land to the Government of Guam. 25/

53. It was further reported that a "Guam Land Conference", with the participation of the Government of Guam as well as representatives of the United States Department of the Interior, the Department of Defense and the General Services Administration, took place on 18 and 19 January 1994. At the Conference, Governor Ada is reported to have made a plea for the federal Government immediately to transfer 10,927 hectares of unused federally owned

land to the local Government and additionally to transfer 3,238 hectares of land reserved for the Department of Defense as soon as the United States Navy contingent in the Territory is reduced. The Department of Defense indicated that it would soon be ready to transfer to the territorial Government 1,619 hectares of land, including 7,285 hectares at the Naval Air Station. 26/

54. According to press reports, on 28 January 1994 the United States House of Representatives unanimously passed a bill (H.R. 2144) authorizing the transfer of sovereignty of 1,295 hectares of land on Guam from federal to local control. 27/

55. In March 1994, the United States Navy and Air Force signed agreements on the transfer of 9,107 hectares of land to Guam National Wildlife Refuge. 28/

56. Press reports indicated further that on 31 March 1994, the United States Department of Defense released a preliminary plan identifying excess land parcels to be transferred to the territorial Government. It is expected that the area of the excess land parcels would total 3,287 hectares. 29/

D. Agriculture and fisheries

Agriculture

57. Guam's agricultural sector is the smallest sector in the economy. As at December 1992, it employed approximately 350 persons, earning an average annual salary of $18,252. 30/

58. As at 1992, 310 hectares of land were being leased by 57 local farmers.

59. Guam has relatively poor natural conditions for commercial agriculture. Rainfall can be torrential and is often accompanied by destructive winds. The soil lacks minerals and nutrients needed for satisfactory agricultural production. Furthermore, the small size of plots is an obstacle to the use of machinery and, in many cases, deters farmers from purchasing capital equipment. Transport, storage and processing facilities for agricultural products have, until recently, been almost non-existent and marketing efforts fragmented.

60. The Guam Department of Agriculture is responsible for supervising all activities of the agricultural sector. Its Agricultural Development Services division provides services such as the processing of loans; the granting of agricultural land leases; the provision of water supplies and of vegetable and fruit seedlings; and the rental of agricultural equipment.

61. The Agricultural Board of Commissioners of Guam is responsible for agricultural land zoning, pest control and agricultural development planning. A major objective of the Board is eradication of the melon fly on Guam, which would eliminate trade restrictions on imports of agricultural products originating from Guam.

62. In 1992, the Government of Guam initiated the construction of a new public market at an estimated cost of $7.5 million. The market would become the

largest retail complex on Guam and is expected to be a major tourist attraction. 31/

Fisheries

63. Guam is considered a natural location for a major fishing industry by virtue of its excellent harbour and port operations; its infrastructure for freezing, storage and handling of fish; an adequate fuel supply; and its ship repair facilities. It serves none the less mainly as a tuna transshipment centre. Other activities are small-scale.

64. In 1991, the transshipment of tuna from Guam totalled 9,627 tons, and during the period from January to June 1992 reached 2,969 tons. In 1992, there were 1,469 fishing vessels with a gross tonnage of 461,764 tons. 32/

65. Guam is a member of the Pacific Fisheries Development Foundation, a regional organization that assists members in the management, development and conservation of tuna resources, and of the Western Pacific Regional Fishery Management Council, which advises on management within the exclusive economic zone to prevent overfishing and to encourage economic development. 33/

66. According to the 1992 Guam Annual Economic Review, aquaculture represents great untapped potential for the Territory's economy. The first experimental and demonstration farm was established in 1973 and the first commercial operation began in 1975. Since then, the industry has grown significantly and, in 1992, the value of commercial aquaculture production totalled $1,244,261. 33/

67. Guam participates in the Pacific Aquaculture Association (PAA). The purpose of PAA is to promote and assist the development of aquaculture in the United States-affiliated Pacific Islands through regionally coordinated planning, education, financial and technical support. 34/

E. Tourism

68. During the period under review, the tourist sector continued to be a major contributor to the economy of Guam. In 1992, tourist arrivals totalled 876,742, a 19 per cent increase compared to 1991. Some 77 per cent of tourists originated from Japan, 7 per cent from the United States, 5 per cent from the Republic of Korea and 11 per cent from other countries. 35/ Average per capita spending by tourists was $846. 36/

69. As at the end of 1992, there were 6,218 hotel and motel rooms available for tourists. In February 1992, a new hotel, Nikko Guam, with a 500-room capacity, was inaugurated in the Territory. Additional hotel facilities, with a total capacity of 2,529 rooms, were under construction. 35/ According to press reports, 37/ in December 1992, the territorial Land Use Commission approved three hotel construction projects totalling 870 rooms. The hotels are being built on Guam by Tower Development, a Japanese company.

70. As at December 1992, the hotel industry employed 5,290 persons, a 5 per cent decrease compared with 1991. 35/ In 1992, the hotel occupancy taxes

collected by the territorial Government totalled $18.3 million, a 14 per cent increase compared to 1991. 38/

71. Typhoon Omar, which struck Guam in August 1992, caused major damage to a number of larger hotels resulting in their temporary closure and the layoff of employees. The impact of typhoon Omar resulted in a 28 per cent decline in tourist arrivals and a 35 per cent decrease in hotel occupancy in September 1992. 21/

F. Construction

72. During the 1991 financial year, the construction industry was among the most successful sectors of the territorial economy. There were 2,535 permits issued for a total value of $853 million. Most of that growth was attributed to increased residential and condominium construction. During 1992, however, construction activity decreased significantly. The number of permits decreased by 14 per cent, and the value of construction declined by 47 per cent as compared with 1991. 38/

73. As at December 1992, the construction industry employed 10,320 persons, a 15 per cent decrease compared to 1991. 38/

74. During 1992, the United States Department of Defense initiated the following construction projects on Guam: 300 family housing units at Apra Heights, at an estimated cost of $56 million; a $29 million hangar apron at Andersen Air Force Base; a hazardous materials storage facility estimated to cost $14.8 million; a $2.9 million child development centre at Andersen Air Force Base; and a storage facility costing $5.2 million. 38/

G. Financial sector

75. In 1992, the following financial institutions were licensed on Guam: one national bank; five State banks; two territorial banks; two savings and loan associations; six off-shore lending facilities and 20 finance companies. 39/

76. As at 31 December 1992, the combined assets of all financial institutions domiciled on Guam, totalled $5 billion, an 18 per cent increase over 1991. During 1991, total deposits increased from $1.5 billion to $1.7 billion. 39/

77. As at 31 December 1991, there were 146 insurance companies registered on Guam, 127 of which were foreign companies. During 1991, the insurance companies developed written premiums of $148 million, a 14 per cent increase compared with 1990. Total assets of insurance companies in 1991 exceeded $582 billion. 39/

H. Industry and commerce

78. As one of the more populated and westernized islands in the western Pacific, Guam acts as an urban and transshipment centre. It imports almost all of its finished trade goods, with only a small portion being manufactured

locally. The small-scale manufacturing sector includes wood-carving, bag-making, boat-building and water-bottling, as well as the production of greeting cards, chocolate, clocks, surf boards and tourist souvenirs. Larger-scale activities include a milk processing plant, printing plants, bread and pastry factories, a watch company and a textile factory. In 1992, the manufacturing sector employed 1,890 persons. 40/

79. Guam is a duty-free port. It provides easy means for the movement of raw materials for manufacturing. Guam participates in two major trade programmes which benefit export-oriented manufacturing, the Harmonized Tariff Schedule of the United States and the Generalized System of Preferences. 40/

80. The Government of Guam continues to implement policies aimed at protecting the local manufacturer through the Guam Product Seal. Currently, some 60 local manufacturers are recipients of the Guam Protection Seal. 40/

81. In 1992, wholesale and retail gross business receipts totalled $1.4 billion, accounting for 28 per cent of the total gross business income in the Territory. The retail and wholesale sectors employed 14,870 persons (31 per cent of the total private sector employment). 40/

82. According to press reports, in October 1993, the territorial Department of Commerce received two grants from the United States federal Government, one in the amount of $100,000 from the Department of Commerce and the other in the amount of $14,922 from the National Oceanic and Atmospheric Administration. Both grants were aimed at enhancing economic expansion. 41/

I. Transportation, communications and basic utilities

Air

83. Guam is currently serviced by nine international airlines: Air Nauru, All Nippon Airways, Continental Air Micronesia, Japan Airlines, Korean Airlines, Northwest Airlines, Philippine Airlines, Thai International Airways and Japan Asia Airways. During 1992, Northwest Airlines inaugurated direct flights from Guam to Seoul and Okinawa, while Continental Air Micronesia introduced direct flights to Hong Kong and Seoul. 42/

84. In 1992, the territorial Government and the United States Department of Defense reached an agreement to transfer some 51 hectares of land from the United States Naval Air Base to Guam's civilian airport. Following the transfer of land, the civilian airport is expected to be triple its size. The expansion of Guam's civilian airport is estimated to cost $260 million. 42/

85. During the 1992 financial year, air passenger arrivals and departures in and from Guam increased by 17.4 and 18.4 per cent, respectively, compared to 1991. 42/

Roads

86. The Guam Mass Transit Authority, created in 1980, continued to provide land-based transportation in the Territory. It operated the Guam Public Transit System which, in 1992, registered 120,325 bus trips among 19 villages throughout the Territory. In January 1992, in response to the Federal American with Disabilities Act of 1990, the territorial Government initiated the Guam Paratransit System, which is charged with transportation services for persons with disabilities. 42/

Ports

87. The Port Authority of Guam, a public corporation and an autonomous agency of the territorial Government, supervises the port of Guam, which is a major transshipment centre of the Western Pacific. Currently, the Port Authority operates 10 shipping lines providing regular direct service to Hawaii, the United States mainland, and to ports in the Far East and Micronesia. During 1992, 2,510 vessels called at the port of Guam, a 2.9 per cent increase over 1991. 43/

Telecommunications

88. The Guam Telephone Authority (GTA) continued to provide telephone services in the Territory. There were 49,507 primary telephone lines in the 1992 financial year, an increase of 18.8 per cent compared to 1991. During the 1992 financial year, GTA revenue totalled $36.7 million ($35.2 million in 1991). 43/

Power

89. The Guam Power Authority (GPA) continued to supply electric power in the Territory. As at September 1992, there were 36,364 users of electricity on Guam. GPA revenue during the 1992 financial year, which totalled $93.4 million, included $4.5 million from the United States Navy. In 1992, the average residential power consumption was 12,222 kWh. 44/

Water

90. The Public Utility Agency of Guam (PUAG) is responsible for water supplies and water services. In 1992, consumption of water on Guam totalled 32 billion litres. PUAG revenue in the 1992 financial year was $8.5 million, a 9.6 per cent increase over revenue for the 1991 financial year. 44/

IV. SOCIAL CONDITIONS

A. Labour

91. As at December 1992, the total civilian labour force of Guam was reported to be 69,350 persons, of whom 47,920 were in the private sector and 21,430 in the public sector. The federal Government and the Government of Guam employed 11.1 per cent and 19.8 per cent, respectively, of the total labour force. 45/

92. In 1992, the break-down of private sector employment by industry was as follows: agriculture, 420 persons; construction, 12,476; manufacturing, 2,065; transportation and public utilities, 4,346; wholesale trade, 2,045; retail trade, 12,060; finance, insurance and real estate, 2,722; and services, 12,534. 45/

93. The Guam Quarterly Economic Review indicates that as at 31 December 1991, there were 10,316 foreign labourers on Guam, of whom 3,162 were from the Philippines, 3,591 from Japan and the Republic of Korea, 3,021 from the People's Republic of China, 219 from Thailand, 213 from Malaysia, 61 from India, 19 from Burma, 12 from Singapore, 8 from New Zealand, 5 from Sri Lanka, 2 from Australia, 2 from Palau, and 1 from the Netherlands. 46/

94. As at September 1993, the rate of unemployment was 6.6 per cent.

B. Public health

95. Medical care is generally of a high standard and health conditions are good. The 158-bed, government-owned Guam Memorial Hospital was opened in 1976. In addition, there is the United States Naval Hospital and some 17 medical and 7 dental clinics. The Department of Public Health and Social Services maintains a pharmacy, a nursing section, a maternal child health and family planning centre and a paediatric clinic. A new mental health facility is under construction. Some 140 physicians practise on Guam in several fields of specialization. There are over 30 dentists. A shortage of doctors was reported in all areas of health care. The doctor-to-population ratio for 1991 was reported to be 13.1 per 10,000, or a little better than half that in the United States in 1987, which had 21.4 doctors per 10,000 persons.

96. At the second Governor's Conference on Health, held in October 1991, 114 health professionals from government, military and private sectors identified 13 areas that needed improvement and attention, including the control of communicable diseases, protection from hazardous and toxic materials, access to comprehensive health care services, environmental protection, reduction of drug and alcohol abuse, and maternal and child health.

97. Reports indicate that 5 per cent of the population on Guam are carriers of hepatitis B, which is endemic to the region. The Center for Disease Control at Atlanta, Georgia, reported that the region in general, including Guam, had registered a very low incidence of acquired immunodeficiency syndrome (AIDS) cases, with only 10 cases identified. The public, however, has been made aware of the disease.

98. According to press reports, during 1993/94 Guam is to benefit from a $260,625 grant from the United States Department of the Interior for advanced training of health care professionals in United States-affiliated Pacific Islands. It is expected that some 10 to 12 medical specialists from Guam will receive scholarships for continued study. 47/

C. Housing

99. The provision of affordable, high-quality housing continued to be a priority task of the territorial Government. During the 1992 financial year, the Guam Housing Corporation provided financial assistance to 81 families to build or purchase a home. That assistance amounted to $7.6 million. An additional amount of $163,000 was allocated for home improvement loans. 48/

100. The Guam Housing and Urban Renewal Authority (GHURA), established in 1962, continued to be responsible for providing decent, safe and sanitary housing for low-income families. As at December 1992, there were 801 GHURA-owned rental dwelling units, of which 669 were multi-family units and 132 units for the elderly. In 1992, GHURA administered funds amounting to $34.5 million. 48/

D. Social welfare

101. In 1992, an average of 3,624 households received $16 million in food stamps. The following is a breakdown by category and number of those persons who received public assistance in 1992: aid to families with dependent children, 4,489 persons; old age assistance, 691; aid to the permanently and totally disabled, 116; aid to the blind, 2; and general assistance, 496 persons. 49/

E. Crime and crime prevention

102. During 1992, 14,048 criminal offenses were registered, including 11 murders, 92 rapes, 70 robberies, 236 aggravated assaults, 884 burglaries, 3,351 cases of larceny and theft, 462 motor vehicle thefts and 12 cases of arson. 50/

F. Educational conditions

103. Education is compulsory for children between 6 and 12 years of age. The Territory has established an extensive public and private educational system. The public educational system includes 24 elementary schools, 6 middle schools and 5 high schools, the University of Guam and the Guam Community College. Private schools are operated by the Catholic, Episcopalian and Seventh Day Adventist churches. There are also two private business colleges.

104. Total school enrolment in 1991/92 was 34,278 pupils, of whom 27,836 attended public schools and 6,415 attended private schools. A total of 1,172 pupils graduated from high school in 1991. During the same period, elementary and secondary school teachers numbered 1,219. In 1990/91, the budget for the operation of public schools amounted to $98.1 million, or $3,774 per pupil. 51/

105. According to press reports, in July 1993, Guam received a $1.2 million grant from the federal Government under the 1965 Elementary and Secondary Educational Act. The grant is to be used to finance school programmes in reading and mathematics. 52/

106. The Guam Community College reported that, in 1993, the number of students enrolled in courses increased to 2,732 compared to 2,241 in 1992. In addition to apprenticeship courses in construction and in hotel/restaurant industries, the College currently offers programmes in marketing, tourism, nursing, electronics and construction. 53/

107. The University of Guam, which is accredited by the Western Association of Schools and Colleges of the United States, offers graduate programmes in education and public administration and operates a marine research laboratory. The Micronesian Area Research Center of the University has an extensive collection of historical documents.

Notes

1/ The information contained in the present paper has been derived from published reports.

2/ 1991 Guam Annual Economic Review, Department of Commerce, Guam.

3/ United States Department of the Interior Fact Sheet, August 1991.

4/ 1991 Guam Annual Economic Review, p. 1.

5/ Ibid., p. 103.

6/ Ibid., p. 9.

7/ Washington Pacific Report, 15 December 1992; see also Pacific Daily News, 6 January 1993.

8/ Pacific Islands Monthly, December 1992; see also Radio Australia News Summary, 9 November 1992.

9/ Pacific Daily News, 1 January 1993.

10/ Ibid., 21 January 1993.

11/ Ibid.; see also Washington Pacific Report, 15 February 1993.

12/ Washington Post, 10 February 1993.

13/ Pacific Daily News, 10 February 1993.

14/ Ibid., 18 March 1993.

15/ Ibid., 21 June 1993.

16/ United States Department of the Interior press release, 3 November 1993.

17/ Pacific Daily News, 5 November 1993.

18/ Washington Pacific Report, 1 February 1994.

19/ Pacific Daily News, 13 December 1993.

20/ Ibid., 7 February 1994.

21/ 1992 Guam Annual Economic Review, Department of Commerce, Guam.

22/ Pacific Daily News, 19 August 1993.

23/ Ibid., 3 October 1993.

24/ Ibid., 2 February 1994.

25/ Ibid., 21 November 1993.

26/ Ibid., 19 January 1994.

27/ Ibid., 28 January 1994.

28/ Ibid., 26 March 1994.

29/ Ibid., 12 April 1993.

30/ 1992 Guam Annual Economic Review, p. 50.

31/ Ibid., p. 52.

32/ Ibid., p. 63.

33/ Ibid., p. 53.

34/ Ibid., p. 57.

35/ Ibid., p. 77.

36/ Pacific Daily News, 15 December 1993.

37/ Ibid., 30 December 1993.

38/ 1992 Guam Annual Economic Review, p. 65.

39/ Ibid., p. 67.

40/ Ibid., p. 70.

41/ Pacific Daily News, 10 October 1993.

42/ 1992 Guam Annual Economic Review, p. 42.

43/ Ibid., p. 44.

44/ Ibid., p. 48.

45/ Ibid., p. 20.

46/ Ibid., p. 5.

47/ Pacific Daily News, 30 December 1993.

48/ 1992 Guam Annual Economic Review, p. 19.

49/ Ibid., p. 22.

50/ Ibid., p. 205.

51/ 1991 Guam Annual Economic Review, p. 113.

52/ Pacific Daily News, 21 July 1993.

53/ Ibid., 18 September 1993.